

TESTIMONY OF
MAJOR GENERAL ROGER LEMPKE
PRESIDENT, ADJUTANTS GENERAL ASSOCIATION OF THE UNITED STATES
(AGAUS)
HOUSE ARMED SERVICES COMMITTEE HEARING
WASHINGTON, DC
20 July 2005

I am Major General Roger Lempke, Adjutant General for Nebraska, and president of the Adjutants General Association of the United States (AGAUS). I am testifying today at the request of Chairman Duncan Hunter from a letter received 12 July 2005. Joining me today is Major General Mason C. Whitney, Adjutant General for Colorado.

The subject of today's hearing is the Air Force Future Total Force (FTF) plan. Before addressing the points requested in Chairman Hunter's letter allow me a few moments to review the role of the Adjutant General and the Adjutants General Association of the United States.

The Adjutant General in each state and territory is responsible for the readiness of their respective Army and Air National Guard units. A state employee who is called to duty under Title 32 the Adjutant General may also be responsible for emergency management and homeland security. In fact, twenty three Adjutants General currently have this responsibility. Each Adjutant General works for the state or territorial governor and speaks to issues that affect the National Guard in this capacity. By point of reference, the Chief, National Guard Bureau, LTG Steve Blum (whom you heard from earlier) is a Title 10 officer charged with administering the National Guard and providing a link of communications between the states and Department of Defense (DOD).

The Adjutants General Association of the United States (AGAUS) brings together Adjutants General of the several states to deal collectively with issues and speak with one voice to the Chief, National Guard Bureau, and the nation. We are a part of and work closely with the National Guard Association of the United States (NGAUS).

The Air Force will undergo many significant and long term changes in the upcoming years as it transforms to become a more lethal force capable of commanding the air, space, and information spheres of future battle spaces. The role of the Adjutants General is to work with the National Guard Bureau and Air Force to ensure the Air National Guard transforms in such a way to be relevant and ready to respond to our nation's needs both overseas (what some call the "away game") and domestically (the "home game"). We train and fight with what the Air Force provides through the National Guard Bureau.

To guide us in this time change we developed five core principles. These principles serve as guideposts when dealing with important issues. They also provide others with an open look at what influences our thoughts and actions. Summarized, these principles are:

1. Retain our militia basing concept (dispersed in communities).
2. Work with the Air Force to build upon the cost efficiencies, capabilities, and community support which are Air National Guard strengths by assuring the continued effectiveness of existing flying units and accompanying force structure with Air Expeditionary Force (AEF) capabilities.
3. Each state is assigned a baseline homeland defense force that at a minimum includes civil engineering, medical, and security forces.
4. The Air National Guard maintains essential and proportional shares of flying missions in fighters, tankers, and airlift.

5. The Air Force collaborates with the Air National Guard and states through AGAUS on new and emerging missions.

Many years ago the Air National Guard operated second and third line aircraft and developed a reputation that some would describe as a flying club. Over the last two decades however we have demonstrated that when provided top-of-the-line aircraft and equipment and integrated with the active component in training and combat operations we are equal, and sometimes superior, in capability and responsiveness. A commonly documented statistic is the Air National Guard provides about 34 percent of the flying capability in the Air Force for seven percent of the Air Force budget. This fact highlights the unique quality of the citizen-soldier or militia concept so prominent in America's history. The nation sustains a reserve force with operational capabilities for a fraction of the cost of a large standing force.

Key to the Air National Guard is a community based philosophy. Indeed, this is our first principle. Our service members are citizen first and National Guard members second. Important to recruiting and retaining National Guard service members is stability of mission opportunities in communities. Guard personnel do not pack up and go to the next location to simply serve in the National Guard. Therefore, the Adjutants General are very observant of Air Force plans to consolidate future operations. We understand the need to seek efficiencies by combining and consolidating operations. Where the Air National Guard is involved this must be done in ways that do not destroy the fabric of our existence—the community based philosophy.

We operate most effectively when missions across the spectrum of operations are generally proportional between the active component and the Air National Guard, especially flying missions. We attribute our success in supporting the splendid Air Force Air Expeditionary Force (AEF) force management methodology to this proportionality. We fly the same aircraft

the Air Force does. The stability offered by our community based philosophy provides levels of flying and maintenance experience unattainable in the active component. This combination of Air National Guard experience and Air Force savvy makes the United States Air Force the envy of the World. However, as more capable, but also more expensive, aircraft enter the inventory in the upcoming years it will become ever more difficult to sustain operational proportionality. Per our forth principle we believe it vital for the Air National Guard to fly the same modern aircraft as the active component in at least approximate proportions as exist now. If the future points to different proportions our strong desire will be that that Air Force works closely with the National Guard Bureau and Adjutants General to ensure our participation in the broad expanse of Air Force missions.

The Chief, National Guard Bureau, LTG Steve Blum has stated many times that the modern National Guard is no longer a strategic reserve, but an operational force. No where is this more true than in how the Air National Guard supports the Air Force Air Expeditionary Force (AEF) rotation schedule through volunteerism. Major General Whitney will discuss this further in a few moments. For now I simply want to point out there will always be limits to what can be accomplished with a militia force. The commitment of the entire National Guard to Operation Iraqi Freedom (OIF) and Operation Noble Eagle (OEF) is considerable. At some point the militia must return to being citizens first. This is another area that the Adjutants General are watching closely. The Global War on Terrorism is an extended fight. We want to be sure our Air National Guard service members will be available to support future operations.

Finally, Chairman Duncan's letter asked us to testify about enclaves. This is a term and a concept that emerged recently from the BRAC recommendations presented by DoD to the BRAC Commission. It had not been a part of previous discussions regarding Future Total Force.

However, there are aspects that do apply. I will therefore address the enclave idea with respect to our principles and the Future Total Force.

AGAUS principle number three articulates the need for a homeland defense force that includes key Air Force specialties important to Governors. The enclave concept seems to provide this. Certainly, the Adjutants General are interested in exploring new concepts to enhance our capability to support Governors in times of crisis. As currently proposed the enclave concept lacks sufficient detail to determine if it is a viable concept or not.

First, the enclave concept lacks a doctrinal basis. You are certainly well aware that organizations and operations without a basis in doctrine do not last long when tight funding necessitates difficult budget decisions. The BRAC recommends nearly thirty enclaves. How many of these will survive more than five years as modernization continues as the primary Air Force objective? Not many, unless written into doctrine and concepts of operation.

Second, enclaves currently exist in concert with flying units. Indirectly, their missions coincide with flying missions. The idea of enclaves existing on their own has not been tested to my knowledge. Before charging down a path that could irreparably harm the Air National Guard's ability to meet its state mission we would strongly recommend a test program be conducted to ensure critical issues like recruiting, retention, and training are evaluated. Unfortunately, this is not something that can be accomplished with the BRAC timeline.

(Maj Gen Whitney testifies)

In conclusion, we have focused today on the Air Force Future Total Force plan and generally avoided discussion of BRAC. However, the Adjutants General have two major concerns exist that relate to both.

First, a serious gap exists between when legacy aircraft are retired under the BRAC plan and when new missions take shape. We stand to lose many local and experience militia members due to this gap. Somehow, legacy aircraft retirement needs to be slowed and the effort to enter new missions intensified and quickened. There needs to be a hand off—not a dropped baton between now and the future.

Second, from Adjutants General perspective the Air National Guard is not written into much of the Air Force's plan for Future Total Force. Our involvement in new aircraft certainly seems limited at this time and most new mission opportunities are just in the discussion stage. Our commitment to Future Total Force will be greatly strengthened when the Air Force documents the way ahead with the Air National Guard included and a full and active partner in fielding plans and programming documents.

On behalf of over nearly 107,000 dedicated air militia members I want to express our gratitude for your interest in America's greatest treasure.